

FINAL DRAFT COPY

Unicef Certificate: case study

Summary

This Project is proposed to be a strengthening agent of the child and adolescent's rights in the State of Ceará (Brazil), by taking advantage of the local advanced legislation (The Statute of the Child and Adolescent – SCA) that comprises the International Convention provisions of the Child's Rights.

Starting from the institutional mission of the Unicef, the *Unicef Certificate – Approved Municipality* was created as a wide and permanent strategy of the society mobilization in Ceará to know, to value, to establish and to guarantee the insured rights of that legal provision.

The *Unicef Certificate* concerns a quality certification system of the public administration, awarded to the municipality that has improved its performance and administration as for policies regarding childhood and youth, seeking to:

- collaborate with the municipalities that have become the great responsible for the fundamental childhood and adolescence policies since 1988, especially in health and education,
- contribute to the improvement of the basic information system on such policies and make them available to the society as a whole,
- reinforce, although indirectly, the managerial training of the public administration, especially in relation to the intersectoriality,
- strengthen the mechanisms of social participation foreseen in the SCA: the Guardianship and Rights Councils.

The basic principles of the Project derive from the trust of the responsible team on the following points:

- work in partnership,
- importance of socializing the collective information,

- potentialities of a stimulating approach to the municipalities,
- efficient communication power,
- community participation.

The present study case is essentially about the first version of the *Unicef Certificate*, held between 1998 and 2000, whose analysis, besides the resource from the Office archive, two State Secretaries (Health and Education State Departments) and the vice-president of the Mayors' Association of Ceará (Aprece) have been interviewed, and passages from their statements are in this document.

At the end, in the section about improvements, information will be provided on changes made in the second version (2000/2002), mainly in the sense of transversely articulating the sectorial policies in *Life Cycles*, according to the programming strategy of the Unicef in Brazil for the 2002-2006 term.

Introduction

The *Unicef Certificate – Approved Municipality* (Unicef Certificate) sprung up in Ceará in 1998, one of the nine states of the Brazilian northeast, with an area of 143.484 km², and 7.417.402 inhabitants who share a per capita GNP of R\$ 2.684,00.

When the Unicef was settled down in Ceará in 1988, it found a poor and underdeveloped State that was facing an enormous economical and political modernization effort led by the State government, whose dominant group has been ruling since 1986. That effort was also strengthened by a wide cooperation pact among several social organizations that have been accumulating, in the last decades, a significant stock of social capital.

That modernizing project took place at a special redemocratization moment the country started to undergo from 1985 on, beginning a group of changes that would culminate with the new Constitutional Letter promulgated in 1988. Known as the “Citizen Constitution”, it is a reflex of a wide participation of the organized society and the new political values associated with the idea of rights and with the desire of more efficient and fair governing, what implicated in a political-administrative decentralization and bigger social control over the State.

Within the process of conquering social rights in the country, soon after (1990) we had the positive impact of the promulgation of one of the most advanced laws around the world concerning childhood: the SCA – the Statute of the Child and Adolescent, a Brazilian legislation that holds the International Convention provisions of the Child's Rights. It is a sophisticated juridical instrument whose effective implantation constituted – and it still constitutes – an enormous challenge, especially for the obligation to set up representative municipality forums (Councils) to manage and to inspect the public policies in that sector.¹

¹ The CAS forced the existence of two types of Councils: The Council of Rights is a normative and deliberative organ, in which government and nongovernment entities congregate in order to delineate and control public policies driven to the child and adolescent. The Guardianship Council is an executive organ and it operates in the administrative sphere, caring for the execution of the child and adolescent's rights.

On a local level, Ceará had already been developing a lot of that new culture, starting from a public administration more concerned with:

- information as an objective base of the planning,
- dissemination of a partnership mentality, inclusively with the private sector, and
- municipalization policy, which started in Ceará in a pioneering way through the Health field, soon followed by others.

To this respect it is important to mention the Health Agents' experience: teams from the own community trained to develop basic attention and to support the professionals' work, what resulted in a significant decrease of the infant mortality rate in the State, conquest that awarded the Maurice Paté Prize to the government of Ceará in 1992.

The same way, this State's pioneering attitude is observed in relation to the country through other initiatives, which have already relied on the support from the Unicef through training and organization: the expansion movement of community nurseries by the State, as well as the intense social mobilization for childhood rights and the establishment of Councils that preceded the own conquest of the SCA in Ceará.

Justification

Therefore, the Unicef in Ceará, in its early years, sought to insert itself strategically in this modernizing diligence, asking how it could constitute itself – departing from the power of its image, mobilizing capacity and political articulation – into a partner whose contribution had been on the same magnitude level of all those possibilities. Even acting in some other more specific projects (like, in 1994, the innovative training under the methodological viewpoint of almost 100% of the nursery and preschool teachers in the State), it was aware that it could play a more strategic role, facilitated by the excellent relations it keeps with the State administrative team.

This strategy was delineated from the moment that the Office proposed to be an invigorating agent of the SCA in the reality of Ceará, a society mobilization agent to know, to value, to implant and to guarantee the insured rights in that legal provision. The challenge was, therefore, around the development of an action platform that could unfold

into more than one project, but always keeping the coherence with a permanent strategic concept, which derived directly from the institutional mission of the Unicef. How?

Seeking mainly to collaborate with the municipalities that had become now the great responsible for the childhood and adolescence fundamental policies, especially health and education. For that, it was imposed to collaborate with the refinement of the basic information system about such policies and make them available to the society as a whole, mainly through the social participation mechanisms foreseen in the Law: the Guardianship and Rights Councils. The same way, one realized that it was important to contribute, although indirectly, to the managerial training of the public administration, so that one could join competence to the political will in order to meet the childhood rights, mainly through the incentive to the intersectoriality.

Having this context as a justification for its intervention choice, the *Unicef Certificate* proposal was born in 1998, which has become the gravity center of the work developed by the Unicef in Ceará, creating a watershed that conceptually aggregates work in several areas like education and infant development, fundamental teaching, infant labor eradication, communication, public affairs, etc.. All of that is now agglutinated in what one could call *Certificate environment*: an intense project of community mobilization deeply based on shared work, on socializing the collective information and on a stimulating approach to the municipalities likely to receive a certification in the field of the child and adolescent's rights.

The present study case fundamentally concerns the first version of the *Unicef Certificate*, held between 1998 and 2000; by the end, we have already inserted some information on improvements made in the second version that was started in 2000 and will be culminated in June, 2002.

Intervention strategy: the mobilization as an axis

The *Unicef Certificate* concerns a quality certification system of the public administration, awarded to the municipality that has improved its performance and management as for

policies regarding childhood and youth, evaluated by the improvement effectiveness of the social indicators. Such certification favors the public acquaintanceship and recognition of those municipalities, and it was exactly this distinction in the local political scenery, provided by the Certificate, that constituted the decisive element to guarantee the interest, the adhesion and commitment of the local leaderships with the evaluation process that precedes the official recognition.

Thus, the idea of gathering the municipalities into 5 homogeneous groups in terms of income and development, so that the comparison could be possible starting from a certain condition level and that the municipalities with more difficulties wouldn't feel understimulated towards the accumulated capacity of the stronger ones.

The social mobilization, defined as the priority and axis of the action, could not take any risks. Therefore, the effort to facilitate the inclusion of the municipalities and to appeal to the Mayors' participation with the possibility of being recognized as a good Mayor in Ceará. Still having in mind the primacy of the social mobilization as an objective, there was the concern to find out a simple evaluating formula, whose calculation would not demand any special knowledge that would turn the analysis into an experts' task: the Certificate formula (attached) enables any citizen to evaluate, by calculating – starting from the indicators – the rank of their municipality. The might-idea is less bureaucracy and more cultural entertainment.

Those factors can help understand the surprisingly high adhesion level of the municipalities to the Project: out of the 184 municipalities of Ceará, there have been 170 registrations in the First edition of the Certificate (1998-2000) and 180 in the Second edition (2000-2002).

The wide scale that the experience has come to reach, forced the Unicef CE/RN Zone Office (Unicef-CE) to review the work within the own process, demanding a more ambitious communication dynamics and the hiring of third support personnel in the topmost periods of the process.

Evaluation Methodology

Grouping - at first, as it has already been mentioned, the municipalities were classified into 5 groups, according to its wealth and social-economic development, measured by demographic, urbanization and income variables² to be evaluated within those groups. After that initial classification which distributed the municipalities into homogeneous groups, the evaluation took place based on the analysis of performance and management indicators.

Establishment of Indicators and Information Acquisition

The methodological choice was for an evaluation strategy around social indicators that would allow the evaluation of the municipalities under two dimensions: *performance* in the education and health policies and administrative *management* in the areas of Health, Education, and Child and Adolescent's Protection. Those indicators are analysed under a dynamic perspective, where their absolute greatness as to improvement, does not interest much in relation to the evaluated biennium. A didactic guidebook about the evaluation process that has been distributed to the municipalities (1998-2000 version) is presented attached.

1. <i>Performance:</i>

The development evaluation has been structured from the follow-up of conventional statistical indicators annually organized by the State Government for the Health and Education fields, which were exactly the municipalized areas of public policies, according to a resolution of the Federal Constitution of 1988. It has also been guided by the political challenge of organizing the Councils foreseen by the SCA (The Guardianship and Rights Councils).

The *performance* in the health field has been evaluated in terms of:

- children's weight at birth;

² The grouping has respected the following criteria: demographic density, urbanization rate, percentage of households with electric power, Gross National Product (GNP) and budget revenue calculated by child and adolescent.

- nutrition;
- up-to-date vaccination;
- breastfeeding; and
- infant mortality rate.

The *performance* in the education area has had its evaluation done through data related to:

- school grade level;
- approval;
- failure; and
- dropouts.

<p>2. <i>Management:</i></p>

The public administration was evaluated, through municipal visits, starting from the organization and management of education, health and the child and adolescent's protection services, with distinction to the existence of Councils foreseen by the SCA.

In that evaluating dimension, there have been visits to all the municipalities, by teams of three researchers each. Those researchers, in a total of 57, were graduated professionals with work experience in dealing with children and adolescents, employees from governmental or nongovernmental organs, and – to implement that evaluation – they received a 40-hour training.

A prerequisite for the researchers' participation in the work is that they should not have any ties with the municipalities that would be under their responsibility. To have that guarantee, the Unicef has requested its researchers to sign a Commitment Term in order to keep them from getting involved with the municipalities' evaluation, where some special interest could darken their necessary neutrality posture.

In those visits there have been:

- registration of the information provided by the municipalities;
- application of questionnaires made up by 6 local consultants, masters and doctors of recognized knowledge in the areas of Health (2), Education (2) and Protection (2),

- interviews, and
- *in loco* observation of the projects developed by the municipality in attending children and adolescents.

The municipal administration evaluation, accomplished through the visits, has been reviewed by a group of 6 external consultants, being 3 from Ceará and 3 from other states, who have tested the coherence of the results through statistical resources.

Certification

By the end, out of the 170 enrolled municipalities and the 126 that have requested the appraisers' visit, 26 have received the certification. It is interesting to point out that, within the project conception, it is more important to follow the struggle dynamics of the municipalities towards better indicators with respect to childhood than to know who has won it. The Certificate award ceremony, held on June 29, 2000, was a great party with the attendance of about three thousand people and the special participation of the State Governor (Mr. Tasso Jereissati), the Unicef Representative in Brazil (Mrs. Reiko Niimi) and the Unicef Ambassador in Brazil (Mr. Renato Aragão, Didi).

A partnership work

Since the beginning of the process, it has been evident for the Unicef that it is not possible to walk alone: starting from the initial idea in its first elaborations, the *Unicef Certificate* has been shared between the Unicef and partners who have taken part at different moments, accomplishing specific roles.

The municipalities, the essence of the Project's existence, have been important partners in the mobilization: the Unicef has a constant interaction with them, mainly around the information circulation that transfers initiatives and shares experiences. In this exchange, two partners have played a fundamental role that has been present since the beginning: the

state sector of the National Union of the Municipal Education Leaders (Undime) and the Mayors' Association of Ceará (Aprece), whose institutional support is decisive in a work that directly involves the mayors.

Besides the municipalities, the great partner of the Unicef in this undertaking has been, without a doubt, the State government, excited by the political interest in being able to, indirectly, encourage the municipal administration offices towards modernization and development.

Its collaboration, inclusively in relation to the material resources such as transportation as well as the *Certificate* advertising through the media, has been indispensable. It has done the same, regarding the collection and analysis of the information about the municipal treatment offered to the children and adolescents, the fundamental partner that, through its Departments and its regional intervention organisms, has provided the necessary information.

The State government has still collaborated with the own orientation of the Project, discussing priorities, objectives and methodologies, starting from its public policies on development and its previous experience on evaluation and stimulus to municipalities with better performance.

However, it has been necessary to stimulate a centrifugal movement, in the sense of – through those support institutions – getting closer to each one of the involved municipalities, and this capillarity has been sought by the mediation of regional character associations – connected mainly with the State Departments of Education, Health and Social Action – that have played a fundamental role at every moment: in the mobilization, follow-up and technical support.

The managerial sector has also given its contribution, financing publicity and specific awards, with distinction to the Young Entrepreneurs' Association.

The community participation: a great net

Leaders and residents have participated in the Project advertising meetings held in all the municipalities, in the data collection, when selected as appraisers, and followed the whole

process through mails systematically sent to city representatives, government employees, counselors from the Guardianship and Rights Councils, radio broadcasters, several association leaders, etc., within a group of approximately 3.400 fixed addressees (direct mailing system). All those several social sectors have contributed fundamentally with the mobilization strategy.

The work was begun through the sensibility and articulation within the councils and other community segments, such as more than 600 agents previously qualified to help with the fulfillment of the children and adolescents' policy.

To stimulate the community participation, there has also been the reproduction and advertisement of approximately fifteen thousand newsletters published in a series that is already at the 25th issue (September/2001); those newsletters keep the society following the whole process and verifying each new information about one's municipalities.

An example of the mobilizing process activation is the existence of clergies who have used the pulpit and the cults to go over information received through the Unicef newsletter, mainly about health.

The state and regional newspapers were also of great use, as well as the local radio stations, to advertise the *Certificate* and related information.

In a more limited way, companies and people serving NGOs in the State have also got engaged.

Finally, a powerful partnership net has been established, where everyone knows one another, participates in all the process phases, starting from the planning discussions, and feels responsible for it.

Concerning that, the Education State Secretary, Ph.D. Prof. Antenor Napolini, affirms that the Certificate “*necessarily involves the population and promotes a very large community participation.*” For him, “*it is any public administrator's dream to see a whole community motivated in the struggle to reach certain social goals, without this Project being entailed to the receiving of financial resources.*”

Main Results

In a more immediate way, we can have an idea of the project repercussions in the guiding character that the evaluation done by the *Certificate* starts to have to other social agents in other programs, as in the case of the World Bank action in agreement with the Basic Education Department, or the BID action in the Social Reform Support Program (PROARES), that is developed with the Social Action Department. The municipal situation map in terms of social performance and administrative management, traced by the *Unicef Certificate*, becomes, therefore, a reference for investors, analysts and researchers acting in the state of Ceará. Another sign of that respected referential position, is that the own Statistical Yearbook of Ceará has started to use, in its most recent issue, the results established by the *Certificate*, as well as the Education, Culture and Sports Commission from the State House of Representatives.

A social conquest strengthened by the *Certificate* experience – and it seems to be of the greatest importance – was the creation process speeding of the Rights and Guardianship Councils, a condition to apply for the *Certificate* in its first version: in one and a half year the number of Guardianship Councils in Ceará has doubled, ranking the state as the first one of the country in relation to the presence of Councils, according to data obtained from the Child and Adolescent's State Council.

In spite of the little experience time, it is also already possible to observe changes in the public administration profile starting from the demands placed by the *Certificate*: it is interesting to talk to mayors who have shown to be attentive to indicators and statistics, and concerned with the establishment of goals whose extent will guarantee them the *Certificate*. That shows how the *Certificate* contributes to incorporate the statistical objectivity to the mentality and practice of the planning and municipal administration in the state.

The graphic way the results have been translated to the great public favors that incorporation, because it tries to show through the traffic light colors – green, yellow and red – the situation of each municipality in relation to the analyzed variables: if approved, under attention or disapproved.

Beside the intersectoriality, that will be approached further on, the culture of following up social indicators as an objective mechanism to evaluate the performance of the municipal

governments, is pointed out by Mr. Irineu Carvalho (vice-president of the Mayors' Association of Ceará) as a conquest of the *Certificate*. It is a question of, for him, the “*first objective evaluation of the municipal performance that can be observed, at least here in Ceará*”, inserting new administrative concepts into the municipalities and allowing them to better focus their priorities: “*at the moment the municipality begins to quantify its actions, it starts to know at what level it is and what level it should go to, as well as the actions that should be implemented to improve the indicators and the child and adolescent's assistance quality.*”

The motivational value of the *Certificate* in the City Hall actions has also been praised in the evaluation carried out by Ph.D. Prof. André Haguette³, that has mentioned among others, the following conquests: “*Pindoretama has speeded up the creation of the Guardianship Council because of the Certificate (...); Orós has promoted the Situation Room (monitoring of data, indicators and photographs) (...); in Viçosa, Santana do Acaraú and Horizonte, the Certificate has allowed a larger integration between the Education and Health Departments and a better organization of data and indicators.*”

In this work of evaluating the *Certificate*, carried out by Ph.D. Prof. Haguette and his team, some conclusions stand out. According to him, the *Certificate*:

- “*has contributed to create a new pattern or quality level, increasing the demand and satisfaction levels (...) and to publish it among the municipalities (contagious effect)*”; this way, “*it is giving an important contribution to increase the quality of the municipal government and the political administration pattern in Ceará*”;
- “*has served as incentive and stimulus to the government employees (...)*”; who “*want the continuity of the Certificate (...) because it allows to establish indicators and quality rules in a comparative way.*”

The own state organs, more developed in terms of administration, also start to be more discerning in the collection, follow-up and analysis of the data, besides taking advantage of the *Certificate* to stimulate the municipalities to accomplish the priorities pointed by the evaluation: an example of that, has been the inclusion of indicators about diarrhea and the prevention of maternal mortality in the 2002 *Unicef Certificate* edition, starting from the analysis done by the State Health Department about the reality of Ceará at the moment.

³ In the “Final Research Report: *Unicef Certificate – Approved Municipality*”, Sep./ Oct., 2000: p. 07-10.

Those technicians also begin to have, starting from the wider and more comparative vision of the State, its regions and municipalities, given by the *Certificate* experience, a more integrated and hierarchic perspective that will reflect in the planning and implementation activities of other public policies.

On the question of municipal development, Mr. Anastácio Souza, State Health Secretary affirms that “*starting from the moment they join the Certificate, the municipality begins to have a political commitment and a group of actions is effectively implemented from that commitment; therefore, the municipalities gain recognition and the people, better services.*”

The *Unicef Certificate*, thus, enables the execution of policies already foreseen by the state government, as Mr. Anastácio Souza has pointed out, regarding the combat to infant mortality. Ph.D. Prof. Antenor Napolini has also referred to this fact, when reminding that the universalization of the school access had already been conquered since 1996, but the school permanence question is an effort that is having the Unicef support through the *Certificate*, as well as a bigger transparency in the use of resources and in the school democratic administration.

Intersectoriality

In spite of the cultural obstacles to the intersectorial approach within a traditional context of planning and public action divided into well defined sectors, the dynamics generated by the *Certificate* has stimulated the integration among those sectors, especially Health, Education and Social Action.

It is a matter of crucial aspect in the transformations observed in the public administration style, starting from the *Unicef Certificate* process, as it is impossible to provide information and to establish policies in the childhood and adolescence area, without having a crossing of the several administration sectors as Infrastructure, Health, Environment, Education, etc.. Mr. Irineu Carvalho points out that idea, when affirming that the *Certificate* “*has brought a modern administration method that is the intersectoriality, increasing the productivity of*

the municipal public action as the interconnection becomes noticed among actions of the several areas.” And he gives an example: “ without a continuous action program for children as the nurseries and pre-schools, you will not be able to accomplish it if you do not interconnect education with health and social action.”

An innovative communication

The communication strategy has been innovated in many aspects, always with the claim of being an excuse for participation, a mobilization facilitating tool. The method as well as the content should enable people to obtain the existing information about their state, region, municipality, since the evaluation objective has not been to evaluate just for evaluating but, by evaluating, to mobilize the society into the conquest of its rights. Therefore, the insistence on a clear, beautiful and playful message, where the technical dimension would not hinder the aesthetic expression.

Thus, the team faced at first, the need to implant an efficient communication pattern for a population that, in general, has a low education level and many times it is immersed in a culture of rural roots: what is the maximum information amount, to avoid saturation, and at what understanding level it should be worked?

The edition of a special newsletter issue should be pointed out, as already mentioned before, only with fundamental information (tips), so that a municipality could win the *Certificate*. Concerning that, a video has also been elaborated and it is available to the City Halls.

The presentation aspect was another innovation element: breaking up with the traditional format of the correspondences that circulate among the public administration sectors, usually serious and neutral, the responsible team has chosen colorful, beautiful, and cheerful material, that have touched the sensibility and curiosity of the target-public, its infantile dimension, let us say it like this.

Another element that deserves to be pointed out concerns the artifices used, so that the Unicef correspondences were effectively taken into consideration by the City Halls: among

others, the mailing of an official letter to the Mayor as well as to the Secretary who was more involved with the subject under study.

There has also been a special concern about using illustrations to incorporate different genders and races, going over a plural vision of the child and adolescent.

The careful planning of the meetings between the *Certificate*-team (coordinators, external appraisers, etc.) and the communities should also be mentioned, where not only efficiency and transparency have been sought, but also affection and happiness synthesized in the cheerful and even poetic character that such meetings assumed.

Difficulties and Challenges

In spite of the inexistence of great difficulties, some points deserve reflection.

At first, the technical team needed to struggle with the little managerial knowledge of the City Halls, what sometimes has arisen difficulties to the understanding of the government employees with regard to the model dynamics. It also had to face attempts, eventhough scattered, of inadequate use of the *Unicef Certificate* brand by the City Halls that had not reached the necessary minimum level.

Another difficulty that needs to be faced has to do with the schedule limitations imposed by the need of accomplishing the political calendar in an election year, what forces the Unicef to be inflexible in relation to the delivery date of the results.

Finally, a challenge that the Project team has been permanently questioning is how to keep the interest level high between the unchaining of the process and the certification, because there is a tendency to decline the enthusiasm during that interval; this problem, which seems to be common to any mass mobilization phenomenon based on annual indicators, is being mainly faced through the communication intensification among the partners that compose the great *Unicef-Certificate* net.

Learned lessons

Unquestionably, a learned lesson is that the municipality really can do it! It is capable of, even counting on few resources, facing the challenges, since it feels supported and stimulated. The municipalities accept to participate in that effort without having any material award at stake, but only for the promise of a certification that will make the local work visible. That can be illustrated by what has been seen in Pindoretama recently, where several walls are painted with messages like: “*Pindoretama is struggling for the 2002 Unicef Certificate.*”

The Ceará Office has also learned how to better know the municipalities and the State reality as a whole, what has allowed the redirection of its priorities starting from a more integrated and strategic vision.

Another learned lesson, the one we have already referred to, has to do with the central importance of Communication within the project: the experience has reinforced the initial intuition that communication is the key to success.

For the Unicef-CE, the *Certificate* experience has also been valuable under several viewpoints. The responsible team has learned a lot with the decision of accomplishing the work, mainly pedagogic, with the local Governments (State and Municipal), collaborating with those Governments in terms of the fulfillment of its constitutional mission towards the child and adolescent. Contributing directly or indirectly to the government employee’s training seems to be – mainly in less developed countries – a strategy that constitutes a powerful scale economy in comparison with the support to small isolated projects. The deepest knowledge of the reality in Ceará, favored by the *Certificate*, has only confirmed that hypothesis.

But perhaps the main gain provided by the *Certificate* Project to the Office is that it has been the agglutinating axis of the work developed, providing a conceptual and strategic coherence to the Unicef action in the State, the one we have already referred to as a *Certificate environment*.

Formal evaluation of the Unicef Certificate

The *Unicef Certificate* strategy, although being a recent assignment, because it only started in 1998, has already undergone some evaluations that have allowed the Office to reflect on its practice and try to improve it. The most systematic evaluation has been carried out by a group of researchers coordinated by Ph.D. Prof. André Haguette, from the Federal University of Ceará, from whom we have previously presented some conclusions.

There has also been a more subjective evaluation, developed by Mr. Manuel Buvnich, then a member of the Unicef Office in Brasília, and which has been the matter of a lot of discussions among the office personnel from Fortaleza.

There is still an evaluating document written by Mr. Wanderlino Nogueira Neto, executive-secretary of the National Association of the Child and Adolescent's Defense Centers (Anced), that has also provided information to the *Certificate* experience in its 2002 version.

Two evaluation Seminars have also been held together with the institutional partners and other social agents, with the presence of teachers, journalists, entrepreneurs, community leaders and NGOs that act in the municipality, involving, at each meeting, at least 20 people from the local community.

2002 Unicef Certificate: improvements

The first experience of the *Unicef Certificate*, developed in the 1998-2000 term, through the acquired learning and the accomplished evaluations, has offered information to improve it in the 2000-2002 version. Among others, the following changes will be pointed out:

1. In relation to the establishment of *indicators*

In the 2002 edition, the *performance* social indicators in the Health, Education and Protection fields start to be delimited by 3 conceptual axes that are imposed as essential in less developed countries and regions: *survival, development and child and adolescent's protection*. The axes enfold sets of the childhood's fundamental rights linked to health, basic sanitation, nutrition, etc. (survival); education, sports, culture, entertainment, etc. (development) and social attendance, protection of the human rights, public security, etc. (protection).

This new configuration will reinforce the intersectoriality aspect, as the sectorial policies will be transversely articulated in *Life Cycles*, which constitute the strategic base of the Unicef programming in Brazil for the 2002-2006 term.

The *performance* in the education area will have its evaluation done through data referring to:

- school grade level;
- school dropout;
- physical infrastructure of the school (existence of drinking water and library); and
- assistance to children between 4 and 6 years old.

The *performance* in the health area will start to be evaluated in terms of:

- nutrition;
- up-to-date vaccination;
- breastfeeding;
- infant mortality rate;
- hospital admission for diarrhea;
- assistance to the pregnant mother.

In what refers to the *administration* evaluation, the 2002 certification version reaches a new demand level that now does not have to do only with the existence of the Municipal Council of the Child and Adolescent's Rights and the Guardianship Councils, but its effective operation.

This effective operation inclusively will be valued in the own dynamics of the 2002 *Certificate* edition, in which the Councils will play a fundamental role as a coordinating agent of the municipal self-evaluation process, which will be introduced in order to strengthen the community participation.

2. In relation to the enlargement of the *community participation*

The data collection coordination will be under the responsibility of the Municipal Council of the Child and Adolescent's Rights that will summon, for that task, a Working Group composed of community members. The evaluation will also be based on a wide social mobilization, since it will be directly accomplished by representatives from the several municipality segments gathered at a specific Forum for this end.

The community participation is still being enlarged by the children and adolescents' involvement in the discussion of new evaluation criteria, as it has recently happened in Nova Olinda, through a Seminar held – by the Unicef and the Casa Grande Non-Governmental Foundation – with 60 youngsters between 15 and 18 years old.

3. In relation to *communication*

New communication products are being made in order to better meet our objective: to enlarge the social awareness about the Unicef certification meaning and to socialize the indexes related to the child and adolescent's development, mobilizing the community to struggle for its improvement.

Besides the communication tools already used, as posters, brochures, billboards and radio and television insertions, we will implement new products and processes, among which we point out:

- CD with guidelines on how the community can develop a radio program about the Project;

- Kit for the community, so that it can dramatize the *Unicef Certificate* experience starting from the showing of puppet plays, containing: four puppets, text and plot for theatrical presentation;
- Election of the Little-Mayor: the community, led by the school sector, will organize the campaign in which a child will be chosen to play the role of the Little-Mayor for one day, during which the elected one will participate in public demonstrations defending the children and adolescents' rights;
- Follow-up Scoreboard of the Municipal Indexes: a standard sign, with the Unicef logo, will show, in each municipality, the evolution of the social indicators appraised in the *Certificate* process.

Final Considerations

This document, while describing the evaluation and certification process within the Unicef Certificate strategy, has tried to point the principles that guide the effort to develop the Unicef institutional mission in Ceará. It is a question, under many aspects, of an undertaking that, despite its little execution time, has already been able to show itself as an original one regarding the work conception and methodology. Hence, the importance of socializing this experience among the Unicef colleagues, the government partners and the society of Ceará, with the expectation to deserve everyone's consideration and the necessary criticism and contributions that will certainly be welcome.